# 999 E Street N.W. Washington, D.C. 20463

## SENSITIVE

#### FIRST GENERAL COUNSEL'S REPORT

MUR 5613

Date Complaint Filed: November 12, 2004
Date of Notification: November 19, 2004
Last Response Received: December 6, 2004
Date Activated: November 7, 2005

Expiration of SOL: 1/08-12/09

**COMPLAINANT:** Thomas P. Tierney

RESPONDENT: Massachusetts Republican State

Congressional Committee and

Brent Andersen, in his official capacity

as treasurer

RELEVANT STATUTES

**AND REGULATIONS:** 2 U.S.C. § 434(b)(5)

11 C.F.R. § 100.24(b) 11 C.F.R. § 102.5

11 C.F.R. § 102.6(a)(1) 11 C.F.R. § 104.3(b)(3)(i)(A)

11 C.F.R. § 106.7 11 C.F.R. § 300.31

INTERNAL REPORTS CHECKED: Disclosure Reports

FEDERAL AGENCIES CHECKED: None

#### I. <u>INTRODUCTION</u>

The Complainant was the Republican nominee for the U.S. Representative from the 5<sup>th</sup> District of Massachusetts in the 2004 general election. Evidently unhappy with the lack of any direct financial support for his campaign by the Respondent, which is the state committee of the Republican Party of Massachusetts, he filed this Complaint. He alleges, in essence, that the Respondent's failure to make direct campaign contributions

to his campaign or other Federal candidates' campaigns, and its alleged diversion of more than \$3 million to non-federal purposes, violated the Federal Election Campaign Act of 1971, as amended ("Act"). He also appears to allege that more than \$800,000 of Respondent's disbursements were not itemized, but should have been. The former contentions have no merit as a matter of law, and the latter appears to have no merit as a matter of fact. Therefore, we recommend that the Commission find no reason to believe that Respondent or its treasurer violated any provision of the Act, and close the file.

#### II. FACTUAL AND LEGAL ANALYSIS

The Massachusetts Republican State Congressional Committee's ("Committee") 2003 Amended Year-End report indicates that the Committee had total receipts that year of \$1,591,781.27 and total disbursements of \$1,189,530.60, of which all were in the category of "Federal Disbursements." Attachment 3. The Committee's 2004 Amended Year-End disclosure report indicates that the Committee had total receipts of \$2,383,962.32 and total disbursements of \$2,771,759.54, of which all were in the category of "Federal Disbursements." Attachment 4. Out of the total disbursements of more than \$3.6 million in the 2003-2004 election cycle, the Committee reported making only one contribution to a Federal candidate in the entire cycle. That in-kind contribution, in the amount of \$385.00 was made to Stephen O'Malley, Jr., a Republican Congressional candidate in the 6<sup>th</sup> District of Massachusetts on January 22, 2004.

Complainant alleges that the Federal contributions received by the Committee are "trust-fund assets that belong, in a beneficial sense to the voters of Massachusetts and that are supposed to be used by various interested parties ... to inform these voters about

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Federal electioneering in Massachusetts." Complainant further asserts that the Committee's contribution of such a tiny proportion of its total disbursements to Federal candidates/committees and other political committees during the 2003-2004 election cycle is, under his "trust fund" theory, prima facie evidence of its violation of the Act. Instead of spending the money for Federal purposes as it was required to, he alleges that the Committee improperly diverted \$3,000,000 intended for use in Federal campaigns to use in state, local and municipal campaign activity.

The response first disputes the Committee's actual name and states "there is no such entity as the Massachusetts Republican State Congressional Committee." Further, the response asserts that the Committee exists on a state and federal level for fundraising purposes and allocations of funds are either regulated by the Commonwealth of Massachusetts or the Federal Election Commission; the Complainant is mistaken in his premise that there is a specialized "trust fund" for candidates for the United States Congress when in fact it is a general federal account that can be used for any or all of the proper purposes of federal funds; and the Complainant has not identified any purposes for which the funds were improperly used.

There are no provisions of the Act or regulations that support the Complainant's "trust fund" theory. The Act does not require a state party committee to support a specific candidate's campaign efforts with its receipts. Indeed, while the Act places

The Committee has been registered with the Commission as a state party committee since January 16, 1976. Over the years, the Committee has referred to itself in various ways such as the Massachusetts Republican Party and the Massachusetts Republican State Party in some of its disclosure reports. However, the FEC identification number, C00042622, is consistently the same on all of the Committee's reports. The Committee filed its most recent amended Statement of Organization in 2003 referring to itself as the "Massachusetts Republican State Congressional Committee." Attachment 2. It appears that, while the Committee has referred to itself in various ways over the years, its official name is the "Massachusetts Republican State Congressional Committee."

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considerable restrictions on the spending of money from a state party committee's Levin and non-Federal accounts, see generally 2 U.S.C. §§ 441a(b) and (c), it places no restrictions whatsoever, on the purposes for which a state party committee's Federal funds, placed in its Federal account, may be spent – and it is the latter that is at issue here. The "Federal" in the term "Federal funds" means that the funds have been raised and reported in compliance with the limitations, prohibitions and reporting requirements of the Act, see 11 C.F.R. § 300.2(g), not that the funds must be spent in support of Federal candidates.

Lastly, Complainant asserts that "the noted financial disclosures indicate that \$878,674.52 of the \$3,674,722.16 was distributed without proper documentation during the 1/1/03-10/13/04 inclusive time period [see lines 21-31 on Page 2 of the related FEC Form 3X filings]". Complainant does not explain the way in which he arrived at this figure, and it is not exactly clear what he means. Giving the complaint a very liberal reading, we assume that Complainant is alleging that the Committee failed to properly itemize \$878,000 in disbursements that should have been itemized in violation of 2 U.S.C. § 434. State party committees are only required to itemize disbursements if a disbursement exceeds \$200 in a given calendar year for a person. *See* 2 U.S.C. § 434(b)(5); 11 C.F.R. §§ 100.10, 104.3(b)(3)(i). In addition, state party committees are required to state a purpose for each itemized disbursement. 11 C.F.R. § 104.3(b)(3)(i)(A). We have reviewed the Committee's reports for the years 2003-2004 to ascertain the difference between the total disbursements made by the Committee versus the total itemized disbursements.

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In total, the Committee had \$3,406.55 in unitemized disbursements for the year 2003, and \$2,341.78 in unitemized disbursements for the year 2004. Complainant has not provided sufficient information to support its allegation on this point. Our review did not reveal that the collective total of \$5,748.33 (\$3,406.55 + \$2,341.78) was required to be itemized.

For the reasons herein, we recommend that the Commission find no reason to believe that the Massachusetts Republican State Congressional Committee and Brent Andersen, in his official capacity as treasurer, violated any provision of the Act, approve the appropriate letters and close the file.

#### III. <u>RECOMMENDATIONS</u>

- 1. Find no reason to believe that Massachusetts Republican State Congressional Committee and Brent Andersen, in his official capacity as treasurer, violated the Act;
- 2. Approve the appropriate letters; and
- 3. Close the file.

Lawrence H. Norton General Counsel

Rhonda J. Vosdingh Associate General Counsel for Enforcement

Lawrence L. Calvert, Jr.
Deputy Associate General Counsel for Enforcement

 $\frac{2/7/06}{\text{Date}}$ 

BY:

Sidney A. Rocke

Assistant General Counsel

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First General Counsel's Report
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Kimberly D. Hart 57 87 Attorney

#### <u>Attachments</u>

- 1. FEC contribution records for Thomas Tierney (2004)
- 2. Amended Statement of Organization for Massachusetts Republican State Congressional Committee (2003)
- 3. 2003 Amended Year-End Report Summary and Detailed Summary Pages for Massachusetts Republican State Congressional Committee
- 4. 2004 Amended Year-End Report Summary and Detailed Summary Pages for Massachusetts Republican State Congressional Committee

### Presented by the Federal Election Commission

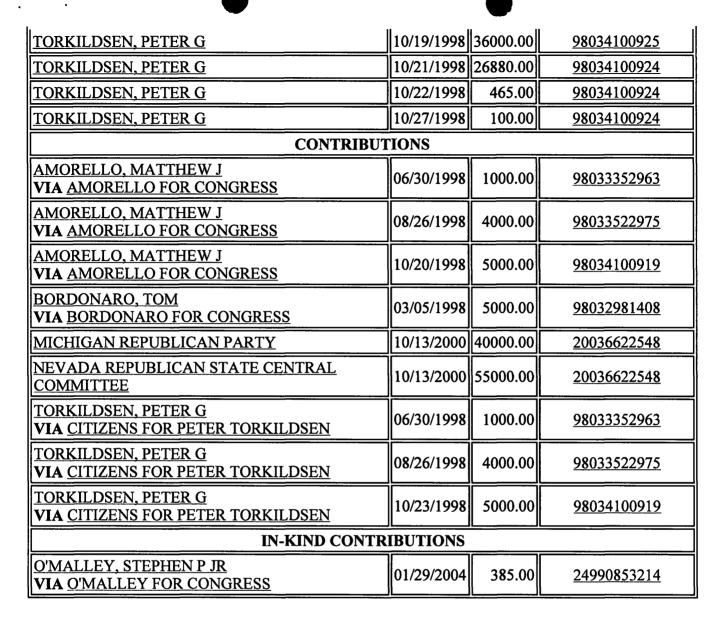
## Committees And Candidates Supported/Opposed

## MASSACHUSETTS REPUBLICAN STATE CONGRESSIONAL **COMMITTEE**

Party: Republican Party

85 Merrimac Street Suite 400 **ROOM 526** BostonMassachusetts, 02114

Recipient's Name	Date	Amount	Image Number					
PARTY COORDINATE	PARTY COORDINATED EXPINDTURES							
AMORELLO, MATTHEW J	10/16/1998	20880.00	<u>98034100923</u>					
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MCCARTHY, CHARLES J JR	10/11/2002	8000.00	22992461853					
MCCARTHY, CHARLES J JR	10/29/2002	12500.00	22992945657					
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SPRAGUE, JO ANN	10/02/2001	36263.00	21990588093					
SPRAGUE, JO ANN	10/08/2001	2676.00	21990588094					
SPRAGUE, JO ANN	10/09/2001	7256.00	21990588093					
SPRAGUE, JO ANN	10/12/2001	7162.00	21990588093					
TORKILDSEN, PETER G	10/16/1998 <b>Attachme</b>		<u> 98034100924</u>					



TRY A: NEW QUERY

**RETURN TO: FEC HOME PAGE** 

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5 TYPE OF COMMITTEE (Check one)  (a) This committee is a principal campaign committee.	es. (Complete the candidate information below )

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(c) This committee suppo	ris/opposes only one candidate	(name of candidate)	and is NOT an authorized committee.
(d) This committee is a	(National, State or subordinate)	committee of the <u>Repub</u> (0	Lican Jernocratic, Republican, etc.)
	ns/apposes more inhan one Federal car	ndidate and is NOT a separate \$	egregated fund or a party committee.
6. Name of Any Coordinate of Any Coordinate of Affilian		Mailing Address and ZIP Code	Relationship
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OR PRINT NAME OF TREASURER	SIGNATURE OF		DATE
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## REPORT OF RECEIPTS

Office Use Only

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## SUMMARY PAGE OF RECEIPTS AND DISBURSEMENTS

FEC Form 3X (Rev 02/2003) Page 2 Write or Type Committee Name Massachusetta Republican State Congressional Committee 2003 ໌ ຊ່ວດໄສ໌ Report Covering the Period From **COLUMN A** COLUMN B This Period Calendar Year-to-Date (a) Cash on Hend -4155 57 **"20Ď3** January 1 (b) Cash on Hand at 250183 36 Begining of Reporting Period 319232.50 1591781 27 (c) Total Recepts (from Line 19) (d) Subtotal (add lines 6(b) and G(c) for Column A and Lines G(s) and G(c) for Column B) 1587625 70 569415 86 1189530.6D 17132D.76 Total Disbursements (from Line 31) Cash on Hand at Close of Reporting Period 398095 10 398095 10 (subtract Line 7 from Line E(dj) ...... Debts and Obligations owed TO the committee (Itemize at on D 00 Schedule C and/or Schedule D) 10 Debts and Obligations owed BY the committee (itemize all on 0.00 Schedule C and/or Schedule D) This Committee has qualified as a multicandidate committee (see FEC FORM 1M)

For further information contact.

Federal Electron Commission 999 E street, NW Washington, DC 20463

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> > Attachment \_\_\_\_\_\_ of \_\_\_\_

## DETAILED SUMMARY PAGE OF RECEIPTS

FEC Form 3X (Rev 02/2003)

Page 3

Write or Type Committee Name

Massachusetts Republican State Congressional Committee

Repo	orl Covering the Period From 12	01 2003 <sub>T</sub>	ู ใช้ รู้จำ ไข้อยุ์ฮ		
	i Receipts	COLUMN A Total This Period	COLUMN 8 Calendar Year-to-Date		
	mtributions (other then loans) From				
(a)	Individuals/Persons Other				
	Then Political Committees  (i) Itemzed (use Schedule A) .	297630 00	1294815 00		
		166D2 50	266637 31		
	(II) Unitermized (III) TOTAL (edd				
	Lines 11(a)(i) and (ii)	314232 50	1561452 31		
(b)	Political Party Committees	D 00	25 DD		
•	Other Political Committees (such as PACs) Total Contributions (add Lines	5DDD.00	28800 DD		
	11(a)(III),(b) and (c)) (Carry Totals to Line 33, page 5) .	319232 50	1590277 31		
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	her Federal Receipts Ividends, interest etc.).	a <b>ao</b>	226 83		
Э Т	ransfers from Non-Federal and Levin Funds				
(E	) Non-Federal Account (from Schedule H3)	0 00	000		
ζt	n) Levin Funds (from Schedule H5) .	00 D	O DD		
(0	) Total Transfer (add 18(8) and 18(b))	0 00	O DD		
	stel Receipts (add Lines 11(d), 2, 13, 14, 15, 16, 17, and 18(c))	319232 50	1591781.27		
	olal Federal Receipts Johnson Line 1860) from Line 191	319232 50	1591781 27		

(subtract Line 21(a)(ii) from Line 30(a)(ii)

from Line 31)

#### **DETAILED SUMMARY PAGE**

of Dishursements

	FEC Form 3X (Rev 02/2003)	of Disbursements	Page 4	
	II. DISBURSEMENTS	COLUMN A Total This Pariod	COLUMN B Calendar Year-lo-Date	
21	Operating Expenditures (a) Shared Federal/Non-Federal Astroity (from Schedule H4) (i) Federal Share	D 00	O DD	
	(II) Non-Federal Share	00 00	O DD	
	(b) Other Federal Operating Expenditures	119090 68	784775 16	
	(c) Total Operating Expenditures (add 21(a)(i), (a)(ii) and (b))	119090.68	784775 16	
	Transfers to Affiliated/Other Perly Committees	16025 00	18525 00	
	Contributions to Federal Candidates/Committees. and Other Political Committees.	0 00	0 00	
	Independent Expenditure (use Schedule El	0 00	0 00	
A	Coordinated Expenditures Made by Party Committees (2 U.S.C. 441a(dj) (use Schedule F).	D 00	O DD	
26	Loan Repayments Made .	D 00	O DD	
27	Loans Made	0 00	0 00	
26	(a) Individuals/Persons Other Then Political Committees .	0 00	500 00	
	(b) Political Party Committees	0 00	0 00	
	(c) Other Political Committees (such as PACs)	0 00	000	
	(d) Total Contribution Refunds (add Unes 25(e), (b), and (c)) .	0 00	500 00	
29	Other Disbursements .	D 00	O DD	
30	Federal Electron Activity (2 U 8 C 431(20)) (a) Shared Federal Electron Activity			
	(from Schedule H6) (i) Federal Share	0 00	0 00	
	(ii) "Levin" Share	. 0 00	0 00	
	(b) Federal Election Activity Paid Entirely With Federal Funds	36205 08	3B573D 44	
	(c) Total Federal Election Activity (add Lines 30(al(i), 30(a)(i) and 30(b))	36205 <b>08</b>	385730 44	
31	Total Disbursements (add Lines 21(e), 22, 23, 24, 25, 26 27, 28(d), 29 and 30(c))	171320 76	1189530 60	
32	Total Federal Disbursements			

17132D 76

1189530 60

#### **DETAILED SUMMARY PAGE**

FEC Form 3X (Rev 02/2003)

of Disbursements

Page 5

	iii. Net Contributions/Operating Expenditures	COLUMN A Total This Period	COLUMN B Calendar Year-to-Date	
33	Total Contributions (ather than laans) from Une 11(d) page 3)	319232.50	1590277 31	
34	Total Centribution Refunds (from Line 28(d))	0 00	500 00	
35	Net Contributions (other than loans) (subfract Line 34 from Line 33)	319232 50	1589777 31	
36	Total Federal Operating Expenditures (add Line 21(s)(i) and Line 21(b)) .	11909D.68	784775 16	
37.	Offsets to Operating Expenditures (from Line 15 page 3)	۵۵ ۵۵	1277 13	
38	Net Operating Expenditures (subtract Line 37 from Line 36)	119090 68	783498 03	

Only

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REPORT OF RECEIPTS **FEC** AND DISBURSEMENTS FORM 3X For Other Than An Authorized Committee Office Use Only NAME OF USE FEC MAILING LABEL Example if typing, type over the lines COMMITTEE (In full) OR TYPE OR PRINTY Massachusetis Republican State Congressional Committee 1 1 1 1 1 1 1 1 85 Merrimec Street, Suite 400 ADDRESS(number and street) Check if different than previously reported (ACC) ZIPCODE A STATE FEC IDENTIFICATION NUMBER CITY A IS THIS AMENDED C00042622 X OR (N) REPORT Nov 2D (M11) (Non-Election Year Only) TYPE OF REPORT (b) Monthly May 20 (M5) Feb 20 (MZ) Aug 20 (MB) Report (Choose One) Due On Das 20 (M12) (Non-Election Year Only) Sep 20 (M9) Mar 20 (M3) Jun 20 (M6) (a) Quarterly Reports: Oct 20 (M10) Jul 20 (M₹) Jan 31 (YE) Apr 20 (M4) April 15 Quarterly Report(Q1) 12-Day Primary (12P) General (12G) Runoff (12R) July 15 PRE-Flection Quarterly Report(QZ) Report for the Convention (12C) Special (12G) October 15 Quarterly Report(Q3) ın the Jenuary 31 Quarterly Report(YE) Election on State of July 31 Mid-Year Report(Non-election Year Only) (MY) 30-Day Runoff (30R) Special (308) Post -Election General (30G) Report for the Termination Report (TER) in the Election on State of 2004 12 31 20D4 11 23 5 Covering Period through I certify that I have examined this Report and to the best of my knowledge and belief it is true correct and complete Brent Andersen Type or Print Name of Treasurer Electronically Filed by Brent Andersen 2005 12 13 Signature of Treasurer Date NOTE. Submission of false, erroneous, or incomplete information may subject the person signing this Report to the penalties of 2 U.S.C.437g Office **FEC FORM SX** 

Attachment \_\_\_\_\_\_ of \_\_\_\_\_

(Rev 02/2003)

## SUMMARY PAGE OF RECEIPTS AND DISBURSEMENTS

FEC Form 3X (Rev 02/2003) Paga 2 Write or Type Committee Name Massachusetts Republican State Congressional Committee : [ 31 ´ 2004´ 2004 Report Covering the Period From **COLUMN A** COLUMN B This Pedod Calendar Year-to-Date (a) Cash on Hand 398095 10 January 1 2004 (b) Cash on Hand at 8843 68 Begining of Reporting Period 2383962.32 69863 02 (c) Total Recepts (from Line 19) (d) Subtotal (add lines 6(b) and G(c) for Column A and Lines 6(8) and 6(c) for Column B) ... ..... 76706 70 2782057 42 684D8 82 2771759 54 Total Disbursements (from Line 31) Cash on Hand at Close of Reporting Period 10297 88 10297 88 (subtract Line 7 from Line 5(dj) Debts and Obligations owed TO the committee (Itemize all on D 00 Schedule C and/or Schedule D) 10 Debts and Obligations owed BY the committee (Itemize all on 0.00 Schedule C and/or Schedule D) This Committee has qualified as a multicandidate committee (see FEC FORM 1M)

For further information contact.

Federal Election Commission 998 E street, NW Washington, DC 20463

> Tol Free 800-424-9530 Local 202-594-1100

> > Attachment \_\_\_\_\_\_ of \_\_\_\_\_

## DETAILED SUMMARY PAGE OF RECEIPTS

FEC Farm 3X (Rev 02/2003)

Page 3

Write or Type Committee Name

Massachusetts Republican State Congressional Committee

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Report Covering the Period	From	11	23	2004	To	12	31	2004

l Receipts		COLUMN A Total This Period	COLUMN B Calendar Year-to-Date
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(ii) Unitemized		11207 00	325954 12
(iii) TOTAL (add Lines 11(a)(i) and (ii)	•	65362 00	2284151 85
(b) Political Party Committees	1	D 00	1085 DD
(c) Other Political Committees (such as PACs) . (d) Total Contributions (add Li		D 00	50400 DD
11(a)(iii),(b) and (c)) (Carry Totals to Una 33, page 5)		65362 00	2335636 85
2 Transfers From Affiliated/Other Party Committees .		D.00	25000 DD
3 Al Loans Received		0 00	0 00
4 Loan Repayments Received 5 Offsets To Operating Expenditu	Ter	0 00	0 00
(Refunds, Rebates, etc.) (Carry Totals to Line 37, page 9 Refunds of Contributions Made		45D1 02	23126 66
to Federal candidates and Othe Political Committees .	-	0 00	0 00
7 Other Federal Receipts (Dividends, Interest etc.) .		0 00	198 81
9 Transfers from Non-Federal ar	nd Levin Funds		
(a) Non-Federal Account (Trom Schedule H3)		0 00	000
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9 Total Receipts (add Unes 11(d 12, 13, 14, 15, 16, 17, and 18(d	• •	69863 02	2383962 32
Total Faderal Receipts (subtract Line 18(c) from Line 1	91	69863 O2	2383962 32

#### **DETAILED SUMMARY PAGE**

FEC Form 3X (Rev 02/2003)

of Disbursements

	II. DISBURSEMENTS	COLUMN A Total This Period	COLUMN B Calendar Year-lo-Dale
21	Operating Expenditures (a) Shared Federal/Non-Federal Activity (from Schedule H4)	D 00	O DD
	(I) Federal Share	D 00	0 00
	(iii) Non-Federal Share .	D 00	O DD
	(b) Other Federal Operating Expenditures	36731 06	2087457 15
	(c) Total Operating Expenditures (add 21(a)(i), (a)(i) and (b))	36731.06	2087457.15
22	Transfers to Affiliated/Other Party	0.00	70500 00
<b>2</b> 3.	Committees Contributions to		
24	Federal Candidates/Committees and Other Political Committees Independent Expenditure	0 00	590 00
	(use Schedule El	0.00	0 00
_	Coordinated Expenditures Made by Perty Committees (2 U S C 441a(d)) (use Schedule F)	D 00	O DD
26	Loan Repayments Made	D 00	O DD
27 28	Loans Made Refunds of Community To	۵۵ ۵۵	0 00
20	(a) individuals/Persons Other Then Political Committees	0 00	1000 00
	(b) Political Party Committees	<b>0 00</b> `	0.00
	(c) Other Political Committees (such as PACs)	0 00	0 00
	(d) Total Contribution Refunds (add Lines 25(a), (b), and (c))	0 00	1000 00
29	Other Disbursements	D 00	O DD
30	Federal Election Activity (2 U 8 C 431(20)) (a) Shared Federal Election Activity		
	(from Schedule H6) (i) Federal Share	0 00	. a oo
	(ii) "Levin" Share	۵۵ ۵	0 00
	(b) Federal Election Activity Paid Entirely With Federal Funds	31677 76	612212 39
	(c) Total Faderal Election Activity (add Lines 30(a)(i), 30(a)(i) and 30(b)) .	31677 76	612212 39
31	Total Disbursements (add Lines 21(e), 22, 23, 24, 25, 26, 27, 28(d), 29 and 30(c))	68408 82	2771759 54
32	Total Federal Disbursements (subtract Line 21(a)(ii) from Line 30(a)(iii)		
	from Line 31)	6B4DB 82	2771759 54